

MEMORANDUM

Date: October 13, 2010

To: Phillip Rupp
Barbara Kincaid

From: Michelle Whitten

Subject: Toledo Urban Growth Area (UGA) Expansion

The City of Toledo is proposing a 149-acre expansion of its UGA to accommodate additional population over the next 20 year planning horizon until 2030. This 2030 population projection is the result of a countywide planning policy process that adopts a target number within a range of population projections issued by the Office of Financial Management (OFM) and allocates portions thereof to the cities. The city is largely built out, and the recently annexed portion of the UGA is already committed for development. The majority of the remaining portion of the UGA is being used by the High School. Therefore, additional land will be needed for Toledo to meet its obligation to accommodate the population allocated to the city.

Toledo is a partner in the South County Subarea Plan and supports the analyses and land use concept for new UGAs for more intense, non-residential uses for economic development. Since Toledo needs additional land to support its future growth, it makes sense for the city to propose this UGA expansion in unison with the County's Subarea Plan proposal.

In keeping with this coordinated planning approach and to be consistent with the overall subarea plan analysis, the Draft Environmental Impact Statement (DEIS) of The South Lewis County Subarea Plan includes Toledo's UGA expansion proposal as an alternative in the subarea planning process. According to the DEIS, the proposed Toledo UGA expansion would enable the city to meet its residential population growth target for 2030 along with other related land needs for non- residential uses.

This memo shows the city's need for more urban land to support its future population and the proposed expansion area. The attached map (Figure 1) shows the proposed UGA expansion area.

TOLEDO LAND NEED PROJECTIONS

Within the current city limits and UGA there are 352 acres of land which include 158 acres of residential lands, 25 acres of commercial land, 61 acres of right-of-way, and 108 acres of public lands.

The South Lewis County subarea study analyzed an area of approximately 160 acres west of and immediately adjacent to city limits that could accommodate urban growth. The majority of this land is currently zoned Rural Residential and a portion is zoned Rural Area Industrial. The current land uses in this area include residential, utilities, businesses, and a cemetery. The area contains large tracts of vacant land, mostly free of environmentally sensitive areas that would be appropriate for development. The city is proposing 149 acres of this area for its UGA expansion.

Population Changes

The current population is approximately 695 people, and the allocated population projected for the city in 20 years is 1,131 people. In the city Limits there are currently 200 single-family units and 26 multi-family units. The city's Comprehensive Plan estimates the average household size is 2.46 people per household.

At this rate, the city needs 283 residential units to house its current population and an additional 186 units to accommodate 436 more residents over the next 20 years, assuming a normal vacancy rate of 5%. There will also be additional land demand for commercial services and other public uses to serve the added local population.

City Zoning

Within the city Limits there are 13 acres zoned commercial, and within the city Limits and the UGA there are 339 acres zoned residential. In the commercial district, the minimum lot size is 2,500 square feet with maximum allowable lot coverage of 100%. In the residential zone, for single family homes and duplexes, the maximum allowable density is 5.5 dwelling units per acre with maximum lot coverage of 50%. Actual residential densities are lower than the theoretical zoning maximums. The existing average residential lot size is approximately 12,445 square feet, yielding a density of 3.5 units per acre.

Critical Areas

It is important to note, that the current city limits are largely impacted by environmentally sensitive areas. Almost half of the city is located in floodplain or is mapped as a critical aquifer recharge area (Figure 2). Maintaining the quality of the aquifer and aquifer recharge areas holds a special significance to Toledo because its municipal water supply system is reliant on relatively shallow wells.

In addition, the Cowlitz River runs along the entire eastern boundary with steep slopes. The Cowlitz is a designated fish and wildlife habitat conservation area. Areas along the river (riparian environment) support fall Chinook, chum, Coho, winter steelhead, and sea run-cut throat. This riparian environment must be protected from developing at further densities.

The effect of these is that the city cannot achieve higher density development within its current urban boundaries and must find suitable land away from the River, floodplains, and wetlands. Of the 149 acres that is being considered for addition to the Toledo UGA, about 20 acres is

constrained by critical areas, primarily mapped wetlands and hydric soils, leaving about 129 acres.

Potential 20-year Land Needs

To calculate the 20 year demand, the following methodology was used. Using Lewis County's GIS data, we calculated the total acres within the City limits, UGA, and right of way. There are 250.08 acres in city limits, 102.05 in UGA, and 60.52 currently dedicated for right of way.

We then generated a spreadsheet of parcel numbers with corresponding acreage values for the city and UGA and analyzed each parcel with critical area and aerial maps to determine whether parcels were fully developed, underdeveloped, or vacant. With the city's maximum allowable density of 5.5 dwelling units per acre, the minimum lot size for a single family unit is 8,000 sq. ft (0.18 acres). Therefore, we assumed every parcel with calculated acreage of .40 or less with one unit is fully developed. All parcels greater than .40 calculated acres with one unit were considered potentially underdeveloped and were further analyzed for development potential. Every vacant parcel, regardless of size, was also analyzed for development potential. Our analysis considered the existing built environment, topography, critical areas, and localized site specific issues to determine whether vacant or underdeveloped parcels could support new development.

From this inventory, it is estimated that vacant and underdeveloped lands within the current city limits and UGA boundary may support 77 new dwelling units. Subtracting this figure from the 186 additional units the city needs for future population leaves a deficit of 109 units. Additional land will be needed for these 109 units.

Additional residential land needs were calculated for the city by using the current household size and established average lot sizes as reasonable assumptions for future development. The estimated number of 109 new dwelling units needed for an additional 436 people result in a need for approximately 31 more acres for residential development.

Future residential growth in turn creates a need for lands devoted to other uses, such as general commercial, public facilities and services, open space, and public or semi-public uses. Estimating the amount of land that will be needed for these uses is difficult to predict as market forces and community attitudes vary widely.

These were calculated by projecting need based on current ratios of non-residential land uses to residential land uses. The current ratio between residential and commercial use in the city and UGA is that for every 6 acres of residential land, there is 1 acre of commercial land. To restate, the ratio of residential to commercial land is 6:1. This results in a need for approximately 5 additional acres for commercial development. Current use in the city and UGA for public and semi-public lands is about 108 acres. This total includes schools, municipal buildings, churches, parks, and opens space. Using the ration calculation, an additional 31 acres of residential development could need 21 acres for these uses. Land needed for public rights of way is estimated to be 12 acres for a total of 69 acres. Assuming a 25% market factor to

account for land that might be undevelopable or not ready for development, the total estimated demand is 86.25 acres.

There are 16 parcels ranging in size from .50 acre to 59.22 acres in the proposed UGA. A parcel list is provided at the end of this document. Of the 129 acres of land free of critical areas and potentially suitable for development, approximately 18 acres are already developed for residential use, and about 20 are devoted to commercial development which includes Toledo telephone and Sorenson Trucking Company, leaving a balance of 91 acres.

CAPITAL FACILITIES AND PUBLIC SERVICES

The city provides and plans for facilities and services within its municipal boundaries and UGA. The City of Toledo Police Department provides law enforcement with staffing that includes a chief, one paid officer, and two active reserve officers. The Department maintains a fleet of patrol vehicles. The city contracts with Lewis County for jail, court, and emergency management, and communication services.

There are several recreational areas and facilities available to the public within or in close proximity to city limits. The city owns and operates the Toledo City Park, boat launch, and has adopted a trail plan that identifies multipurpose paths and trail ways throughout the city. The South Lewis County Park, Toledo School District, Toledo Little League Field, and the Girls Softball Association Field are also included in the city's inventory for parks and recreation.

The Toledo Water System consists of nearly 37,000 feet of water mains, two wells, and a 250,000-gallon reservoir. The system serves 368 connections and owns 144-acre feet of water rights per year. The 2010 Toledo Water System Plan (WSP) includes a six-year and 20-year capital improvement plan that anticipates about \$3.5 million worth of improvements, including a third well, a new reservoir, and various repairs, upgrades, and replacements. These improvements and estimates are planned to provide service over the 20-year planning horizon.

Funding will be through several sources. The city has a Capital Improvement Fee charge to build funds to pay for minor capital projects. Larger capital projects will be funded through developer agreements, and loans obtained through Public Works Trust Fund, and US Rural Development. For the six-year projected capital expenditures, the city estimates that debt service for improvements would increase each water customer's bi-monthly bill by approximately \$19.00.

Toledo's Sewer System contains approximately 26,000 linear feet of pipe, 1,050 feet of force main from lift stations that send effluent to a three-pond lagoon circulating system sewage plant, and a fully certified laboratory. Treated effluent is discharged through a 12" outfall into the Cowlitz River. The treatment plan has the capacity to handle up to 400,000 gallon per day (GPD) and serve a population of up to 900 people. The city's 2008 General Sewer and Wastewater Facility Plan identifies wastewater system improvements and a plan to finance them. This includes constructing a new \$12 million oxidation treatment facility as well as a

regional option to provide additional sewer treatment capacity. These improvements are planned for the 6-year and 20-year planning horizon.

If the UGA amendment is approved, the City will amend its Water System Plan and General Sewer Plan to include the new service area and will re-evaluate its 6-year and 20-year capital improvement programs to ensure consistency and certainty for the provision of adequate public facilities. Generally, the state agencies that review these plans - Departments of Health and Ecology- require the adoption of the urban growth area amendment before issuing plan approval. Additionally, the City will need to update its land use and utilities elements in its Comprehensive Plan. Since the City is working with the county and cities of Vader, and Winlock on a regional utility option, this scope of these amendments will be dependent on whether a regional plan is developed.

The Toledo School District No. 237 provides educational services to students grades K through 12. The District's 2009-2015 Capital Facilities Plan (CFP) includes an inventory and a 6 year schedule and finance plan for capital improvements as well as a long range facility need based on student enrollment projections consistent with the City's population projection. The CFP states the District should have adequate facilities to meet student needs to 2015. Future growth anticipates construction of additional facilities. Financing components include a bond issue, state match, and impact fees.

Lewis County Fire District #2 provides fire protection and emergency medical services for Toledo residents. The district has 22 volunteer fire fighters, nine emergency medical technicians, and eight paramedics. There are three stations in the district, including the main district fire hall located in Toledo just north of City Hall on Second Street. The District has three fire engines, three tenders, two ambulances, two command units, and a rescue/bush engine.

Lewis County Public Utility District (PUD) is the electrical supplier for the City of Toledo and its UGA well as for most of Lewis County. The PUD operates a substation west of Toledo. Natural Gas service is also available to Toledo residents. It is provided by Puget Sound Energy (PSE). Both companies are capable of meeting power demands resulting from future growth and population projections.

Telecommunications are provided by Toledo Telephone Company, Inc. Services include telephone, high-speed internet (DSL) and DirectTV. The company currently has a gigabit of Ethernet connections directly to Seattle, Washington and Portland, Oregon over their own fiber facilities. Toledo Telephone currently provides DS-1 facilities to AT&T Wireless, Verizon, T-Mobile, and Sprint PCS.

Transportation

The transportation system serving the City of Toledo and its UGA consists of city, county, and state roads. There are approximately six miles of developed streets within the city. Designated arterials include portions of 2nd, 3rd, 5th, 6th, Oak, Augustus, and St. Helen's Streets. Most streets in the city have a hard surface with storm drainage improvements. The condition of the

city's street system is generally good, although some improvements in storm drainage and curbing are needed. Toledo's 6-year street plan focuses on maintaining and improving existing streets and arterials. This includes approximately \$480,000 needed for sidewalk and street improvements, and miscellaneous repairs. The City uses a combination of state and local road funds to pay for these improvements. The city does not anticipate a need to significantly upgrade or improve existing city-owned streets.

State Route 505 is the primary road link for Toledo vehicles. This state highway joins I-5 at Exit 63, three miles northwest of the city. It is also a major tourist route for travelers heading east to Mount St. Helens National Volcanic Monument and the Gifford Pinchot National Forest. Toledo –Vader and McNulty Roads are Lewis County roads that connect to State Route 506 west of I-5 at Exit 60. A transportation analyses was prepared for Lewis County in 2010 which includes an examination of existing and forecasted transportation conditions and level of service standards for growth projected to 2010, 2020, and 2030.

PARCELS IN TOLEDO UGA PROPSOSAL

Parcel Number	Owner	Assessed Acres
011438028002	Michael & Sandra Meske	4.60
011438001017	PUD #1	0.50
011438028001	Eric Lee Wallace Et Al	12.30
011438001027	Jerry Salsman	2.25
011438001010	Mike Morgan	0.98
011438001026	Mike Morgan	0.40
011438001015	Vincent & Leslie Konigsberger	2.47
011438001016	Mike Morgan	2.47
011437007000	Ramsey Rev Trust	25.56
011437008000	Toledo Telephone Co	6.00
011437009000	Ramsey Rev Trust	7.82
011445009000	Wasser Winters	59.22
011448002000	Harold Sorenson	19.25
011445008000	Casey Winters	1.00
011448001000	Donald Sorenson	0.69
011437002000	Harold Sorenson	5.72